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29 JUL 1965

MEMORANDUM FOR: Executive Secretary, Clandestine Services
Training Board

SUBJECT : Two-year Formal Training Program for Career
Trainees Assigned to the DDP

REFERENCE : (a) Memo dtd 3 Dec 64 to Exec Secy, CS Trng Bd
fr ADDP, subj: "Proposal for a Two-year
JOT Training Program"

(b) Memo dtd 15 Mar 65 to DDP/TRO through
C/TSD fr C/TSD/Training, subj: "Proposed
TSD Training of JOTs Assigned to the DDP"

1. I welcome this opportunity to respond to []
proposal for a two-year formal training program for Career Trainees
assigned to the DDP. I believe that the concept represents a significant
step forward and I hope that with certain modifications it will eventually
be adopted. The purpose of this memorandum is to enlarge upon that pro-
posal from the point of view of the Office of Training and to outline its
principal implications with respect to manpower, training facilities, and
costs.

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Philosophy or Approach

2. Perhaps it would be helpful at the outset to dwell briefly on general
philosophy or on an approach to the problem. As I expressed it at an
earlier meeting of the Training Board, I am strongly in favor of a training
program that combines formal courses of instruction with on-the-job
instruction, as differentiated from one of twenty-four months of continuous
formal instruction. This approach is much sounder from the pedagogical
viewpoint -- the trainee will absorb more of the instruction and will retain
it. This approach also takes into consideration the human element -- the
average Career Trainee (CT) is 27 years old, has spent most of his life
in school, including college and post-graduate study, and the military.
Moreover, about 60% of them are married, and of that number about half

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have at least one child. Thus, they arrive at the Agency psychologically ready to get down to work at the job, ready to sink their teeth into something.

3. My fifteen years of experience leads me to believe that two years of continuous formal training would be counter-productive to the Clandestine Services. If told at recruitment that they would be put into a two-year training program before being given their first assignment, I believe the majority would decline employment with the Agency. We would lose those who are eager and aggressive and who have initiative; we would retain those who are content with being run-of-the-mill types. This brings me to my next point -- rather than call the program a two-year training program, I believe that there would be some advantages in calling it a two-year developmental program. The attitudes which we inculcate in the early days of recruitment and training will be crucial for the acceptance of the program by the trainees. One thing which we should remember and of which the CT should be reminded from the first is that our American educational system does not prepare people to be intelligence officers with the specific skills which are required and that these must be acquired in training and through experience.

4. Another possible area of difficulty exists in connection with the two-year training program or a more extended training program and that is the assumption, either on the part of OTR or on the part of the Clandestine Services, that such training will produce a finished intelligence officer. OTR is, in this circumstance, in much the same position as a professional school outside -- namely, that practice in the profession always runs ahead of the training and that it is difficult, if not impossible, to teach most up-to-date techniques and specific ways of doing jobs. Like the professional school outside, OTR concentrates on basic tools of the intelligence profession and upon familiarization with standard techniques and methods and with developing a broad enough outlook on the part of the trainee to enable him to profit fully from up-to-date training on the job. Thus, it remains the responsibility of the supervisor on the job to familiarize the individual with the particular techniques and practices of the office to which he is assigned. When looked at in this light, the advantages of combining formal training with on-the-job training are quite apparent.

5. Another matter of importance is the sequential relationship of the blocks of training that are to be included in the two-year program. The use of time blocks generally assumes a continuation of things as they are, but I believe that our plans should not necessarily be based on this assumption.

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On the contrary, I believe that the program eventually adopted should provide for a great deal of flexibility, i.e., to make allowance for the exceptional cases and for individual variations among the CTs. It may develop that certain elements of the training program should be waived in view of the previous training and experience of the individual. I would expect, however, that such waivers would occur mostly in the second year of the program. I should like to explain this by saying that I visualize the first year as being spent almost wholly in basic training during which the DDP candidates would be kept together as a class. Upon completion of basic training, I anticipate that the class will be broken up into smaller groups to take different courses. For example, some will go on to paramilitary courses, others will take language courses, others specialized Headquarters training courses, and still others to on-the-job training. I believe that it is in this second year that a great deal of flexibility must be introduced. For example, we may find it advantageous to waive certain aspects of PM training of CTs who came into the Agency from Special Forces. Or waive language training for a CT who already has a good command of the language of his area of assignment.

Present Training Program

6. Under our present training program, all CTs get nine weeks of training together as a group or class before it is split up and they are assigned as candidates to one of the four Directorates. This nine weeks is comprised of two weeks of Agency orientation, four weeks of introduction to communism, and three weeks of introduction to intelligence techniques. At this point, the DDP candidates enter the eighteen-weeks' Operations Course (OC) and the non-DDP candidates enter the six-weeks' Operations Familiarization Course (OFC). After the OC, a number of DDP and some DDS candidates take the seventeen-weeks' paramilitary course (PMC). The remainder of DDP candidates are assigned to one of the Divisions or Staffs of the Clandestine Services. Altogether the CT has spent a total of twenty-seven weeks in formal training courses, or a total of forty-four weeks if he takes the PMC. Language training and specialized training, if any, follow later on at the initiative of the Desk or Branch to which the CT is assigned.

Proposed Changes in the Training Program

7. The Training Board has my proposal before it to have all CTs take the OFC. This change would keep a new class together an additional six weeks and would enable OTR to refine still further its selection of candidates for the four Directorates. It would also eliminate the need for duplication of coverage of the same material in the OFC and in the first six

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weeks of the OC. As a result the OC would be shortened to twelve or thirteen weeks and would be devoted fully to proficiency training in trade-craft and related subjects. Thus, if the proposal to have all CTs take the OFC were adopted, CTs would remain together as a class for fifteen weeks of basic training. For those assigned to the DDP, this would be followed with twelve or thirteen weeks of basic training in tradecraft and related skills. For a still smaller number of DDP candidates, this in turn would be followed by seventeen weeks of training in paramilitary techniques and skills. In other words, we are still talking essentially about 27 or 44 weeks -- whichever the case may be -- of formal training for DDP candidates and as yet we have proposed no fundamental changes with respect to either content or approach.

8. It is precisely at this point in the training program that I would like to propose a fundamental change. Most of the DDP candidates are assigned to Headquarters Desks for tours of one to three years after their training at [REDACTED]. Since the training they have received there is all field-oriented, they have been given little to prepare them specifically for their assignments at Headquarters. Moreover, those assigned to overseas stations have been given little background information to assist them in understanding the Headquarters' Desk or how best to work with it. I propose, therefore, a new three-week course to help prepare them to assume or understand the responsibilities of a desk case officer at Headquarters. Emphasis would be on name checks, agent clearances, project management, intelligence requirements, and reports and cable writing (Attachment A).

9. I believe that this new course, which would be given by the Operations School at Headquarters, should follow the OFC. After having been exposed to fifteen weeks of concentrated and relatively high-level briefings, such a course would have the virtue of bringing them back to earth, down to the nuts and bolts of intelligence work. It would help prepare them realistically for what will be expected of them on a Desk. This course should be followed with an on-the-job training assignment to a Desk of three to six months. A certain amount of flexibility in regard to the length of assignment could be permitted if it were clearly understood that the CT is in a training status and must return to complete the formal training program. The Desk to which the CT is assigned need not be his Desk of permanent assignment, although there would be obvious advantages if it were. The main purpose at this stage of the training program, however, would be to give the CT a good basic foundation in the procedures and practices of the Clandestine Services Headquarters Desk. This attachment to a Headquarters Desk could either precede or follow the OC, but I believe it would be more beneficial to have it precede. As already stated, the OC emphasized tradecraft and

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agent ;handling. For those preparing for early assignment overseas, it represents a logical development of the training program. For those remaining at Headquarters it will give them an understanding of the field case officer and his problems.

10. I would also suggest that thought be given to including in the OC that part of paramilitary training that emphasizes PM as a program of the Clandestine Services. It would de-emphasize that part of paramilitary training that concerns itself with skills training. A good prototype of what I have in mind is the way TSD has put together its package of training for CTs. From its whole range of technical training courses, TSD has taken the substantive aspects which show how its activities are a part of the Clandestine Services operational effort, but it does not concern itself with skills training as such. If a similar approach were adopted toward our paramilitary training with a view to including it in the OC, it would add another three or four weeks to the OC. This change would have the advantage of giving all CTs an understanding of paramilitary activities and their contribution to the Agency's work. It would also have the advantage of having only those CTs going into paramilitary assignments take skills training in PM.

11. I would suggest that this first or basic phase of the Career Training Program be concluded with the TSD course for CTs, to which I have referred and which is cited as reference B. This course would be almost

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consist of the following:

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|------------|----|---|
| 2 weeks | -- | Agency orientation (no change) |
| 4 " | -- | Introduction to Communism (no change) |
| 3 " | -- | Introduction to Intelligence Techniques (no change) |
| 6 " | -- | OFC (new element is that DDP candidates would take it; at this point career placement of CTs by Directorate takes place) |
| 3 " | -- | Clandestine Services Headquarters Course (new -- for DDP candidates only) |
| 12 to 24 " | -- | On-the-job training with a Clandestine Services Headquarters Desk |
| 12 to 13 " | -- | OC (stress on skills training in tradecraft and agent handling will remain unchanged; plus a possible new addition of 3 or 4 weeks of orientation) |
| 5 " | -- | TSD Training |
| (23 days) | | |

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This alone adds up to one year of training if the Desk assignment is three months and if the OC remains twelve or thirteen weeks in length. If the PM Orientation is added to the OC and if the Desk assignment is lengthened to six months, this basic phase could run fifteen to sixteen months.

Specialized and Language Training

12. The second phase of the training program should be devoted to specialized training and to language training. As I stated earlier, the class of DDP candidates upon completion of the basic phase would be broken up into smaller groups. It is at this point that management should exercise imagination and flexibility in tailoring a training program that would harmonize Agency needs with those of the individual CT. Since the kind of specially tailored training I have in mind is more assignment-related than other types of training, it would be highly desirable if the CT's area of assignment could be determined at this time. Or, as suggested by [redacted], if the CT could be generally directed toward a given geographical area. If this determination could be made, it would be possible to put together a specifically tailored program. If such a determination is not possible at that time, it would then become necessary to devise a program more general in application but which the CT could be expected to use many times in his career. As applied to language training, for example, we would have these alternatives: where a determination of area of assignment has been made, the CT could proceed to full-time language training in the language of that area; where such a determination has not been made, the CT could study full-time a widely-used language such as French or Spanish.

13. With respect to language training, I believe that it is essential for the Clandestine Services to set the objectives that are to be achieved. Once they have been set, it is OTR's duty to specify the length of time that it will take to achieve the desired level of proficiency. But I would like to make it clear that I believe it would be desirable to train for a professional level of proficiency rather than for a given period of time. However, if the Clandestine Services cannot afford the length of time involved, they must accept lower levels of proficiency. Normally five to six months full-time are necessary to acquire a useful proficiency in the common languages and nine to twelve months in the more difficult languages. For example, six months full-time are usually necessary for German, nine for Russian, and twelve for Chinese. In each case, we are talking about an intermediate proficiency -- a proficiency aimed more at speaking the language but with some proficiency in reading and very little in writing. But I believe this is the proper approach, as to achieve a high proficiency in a language is as much a product of experience and practice as it is of training. With few

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exceptions, I believe that all DDP candidates should take a full-time language course aimed at achieving an intermediate level of proficiency.

14. OTR's present seventeen-week PMC is the paramilitary equivalent of the OC -- essentially a basic course. If it were decided to add a paramilitary block of instruction to the OC, as I have previously suggested should be considered, the PMC would have to be either reorganized or retained for non-CT trainees only. In that event, the need for such a course in the CT program would no longer be valid. I believe it would follow, however, that our need for specialized or skills training would be commensurately greater for those CTs whose assignments are in the PM field. Having had the introductory or basic material in the OC, a CT's tailored training in PM could extend to several weeks or months, or in accordance with the specific needs of his assignment. I believe that this same principle of flexibility ought to apply to other areas of specialized or tailored training as well -- to training in TSD-type activities and in the various disciplines of CI, FI, and CA. Interspersed among such specially tailored programs, I believe it would be desirable for the CT to have a second stint of on-the-job training. To have the greatest value, it should be in his area of assignment. As a final step, I believe that it would be extremely useful to have the CT participate in a four-week workshop in operations (Attachment B). Its purpose would be to assist him in relating in his own mind all that he has learned in his training and experience in the Agency. Hopefully such a workshop would put the finishing touches on his formal preparation for work in the Clandestine Services.

15. As a final observation, I must point out that proposals and ideas of the kind we have just been discussing cost money and require manpower and office space and equipment to put them into effect. Regardless of how strongly we feel the challenge of [] proposal, OTR is no exception. We estimate that it would cost an additional \$688 thousand dollars over what the CT program is now costing to put this proposal into effect (Attachment C).

SIGNED

MATTHEW BAIRD
Director of Training

Attachments A, B and C

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Money, Men, Space and Equipment

1. Money

a. CT Salaries	:	\$533,332 ¹
b. Salaries, contract language teachers	:	50,000 ²
c. Language Laboratory equipment:		20,000 ³
d. Additional floor space (5,700 sq. ft. @ \$4.30)	:	28,810
e. Additional staff personnel (salaries)	:	59,585

Comment:

1. This additional salary cost is calculated on a GS-09 base (\$7200); 8% for allowances (\$7800); \$200 for an ingrade raise (\$8000). This figure (\$533,332) does not take into account two grade promotions which are likely; however, as the GS-09 base used is higher than the actual EOD average, \$533,332 is an acceptable working figure.

2. This program would increase the number of full-time language students by 75%. Thus a 20% increase in contract employee money would be required.

3. Additional "positions", i.e., booths and equipment would be required.

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2. Men

a. CT Staff

- (1) 3 additional counsellors (GS-14) ⁴
- (2) 1 additional secretary-steno (GS-05)

b. Language Training School

- (1) No increase in staff T/O
- (2) 20% increase principally in WAE contract employees

c. Headquarters Training/OS

1 additional instructor (GS-13)

3. Space and Equipment

a. CT Staff

- (1) 4 offices (10 x 10) = 400 sq. ft.
- (2) CT base and reception room = 600 sq. ft.

b. Language Training School

- (1) 1 classroom (30 x 30) = 900 sq. ft.
- (2) 8 to 10 200 sq. ft. classrooms (9) = 1800 sq. ft.

c. Headquarters Training/OS

- (1) 50-man classroom 600 sq. ft.
- (2) 4 - 15-man seminar rooms 1536 sq. ft.

Comment:

4. Present authorized ceiling is 315, while on duty strength is 232. Thus, with another 50 expected to EOD this fall, before any appreciable assignment is made, each counsellor (5) will be required to handle the cases of 60 CTs. The extension of the program would so increase the counselling load as to necessitate a minimum of three new positions.

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4. Recapitulation of Costs

a. CT salaries	\$533,332
b. Contract language teachers salaries	50,000
c. Additional Language Laboratory equipment	20,000
d. Additional classroom and office space ⁵	25,094
e. Additional staff salaries	<u>59,585</u>
Total	\$688,011

Comment:

5. A total of 5936 sq. ft. of additional floor space would be needed to cover the extension of the program to two years. The cost of space today, for example in the Rosslyn area, would be at approximately \$4.30 a sq. ft.

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